

Scope of Work

Joint Land Use Study
For
[United States Naval Observatory Flagstaff Station]
[Coconino County, Arizona]

Coconino County, Arizona, is seeking proposals from qualified firms to prepare a Joint Land Use Study (JLUS) for the United States Naval Observatory (Flagstaff Station) and the surrounding communities. The Department of Defense Office of Economic Adjustment (OEA) provides grants to State and local governments to conduct a JLUS to support the long-term sustainability and operability of the military installation complex. Interested firms must demonstrate knowledge and experience in community planning, development and land use issues, fiscal impact analysis, economic development, and military installation management and operations.

Purpose of Study

- A Joint Land Use Study (JLUS) is a community-driven, cooperative and strategic planning process among the United States Naval Observatory (Flagstaff Station); Arizona State Land Department, United States Forest Service, Bureau of Land Management and the National Parks Service; and the State of Arizona to
 - 1) promote community development that is compatible with military training, testing, and operational missions; and
 - 2) to seek ways to reduce operational impacts on adjacent lands.
- The goal of the JLUS is to encourage State and local governments to work in tandem with military installations to implement measures that prevent the introduction of incompatible civilian development that may impair the continued operational utility of the military installation, and to preserve and protect the public health, safety, and welfare of those living near an active military installation, and associated ranges, Military Training Routes, Special Use Airspace, and Military Operating Areas.
- The JLUS planning process is intended to increase public awareness of the military missions and contribution to the regional economy.
- The JLUS planning process is intended to protect and preserve military readiness and defense capabilities while supporting continued community economic development.

- The JLUS planning process, including data collection and analysis, shall consider, but not limited to, the following military mission compatible use factors, as applicable:
 - Airspace and land restrictions
 - Airborne noise
 - Urban growth
 - Spectrum encroachment
 - Endangered species and critical habitat
 - Air
 - Water
 - Cultural resources
 - Unexploded ordnance and munitions
 - Marine resources
 - Energy compatibility and availability
 - Security
 - Natural factors
 - Lighting
- The JLUS planning process shall include an Implementation Plan with identified monitoring responsibilities that ensure the recommendations advanced in the JLUS are realized. The Implementation Plan shall include a list of specific public and private actions for each study participant organized by their scheduled execution date –
 - Short Term (1-3 years)
 - Medium-Term (4-10 years)
 - Long-Term (11-20 years)

Each listed action should assign responsibility for the task and include an estimate of cost and source of funding. These recommended actions should include smart land use planning principles and practices that can achieve a balance between potentially conflicting interests.

- The JLUS planning process shall support improved communication and establish formal policies and procedures for military participation and cross-jurisdictional coordination in community development review and planning processes including proposed alternative energy development projects.
- JLUS project shall include a four-page maximum Project Overview for public distribution and posting on websites. Project Overview shall include description of military operations, graphic display of study area and military operations footprint, identify community organization structure and participants for both planning and implementation, summary of compatible use issues, and primary JLUS recommendation highlights.

Background

United States Naval Observatory Flagstaff Station lies just west of Flagstaff, Arizona and is comprised of multiple telescopes. The USNO is located within Coconino County. The mission of the U.S. Naval Observatory Flagstaff Station, is to make, analyze, and interpret such astrometric and photometric dark sky observations as are required to fulfill the mission of the U.S. Naval Observatory and to conduct a research program to improve the observational methods and the accuracy of astronomical data required by the Navy and other components of the Department of Defense.

[role of installation in overall Military Department strategic plan, and economic impact to regional economy.]

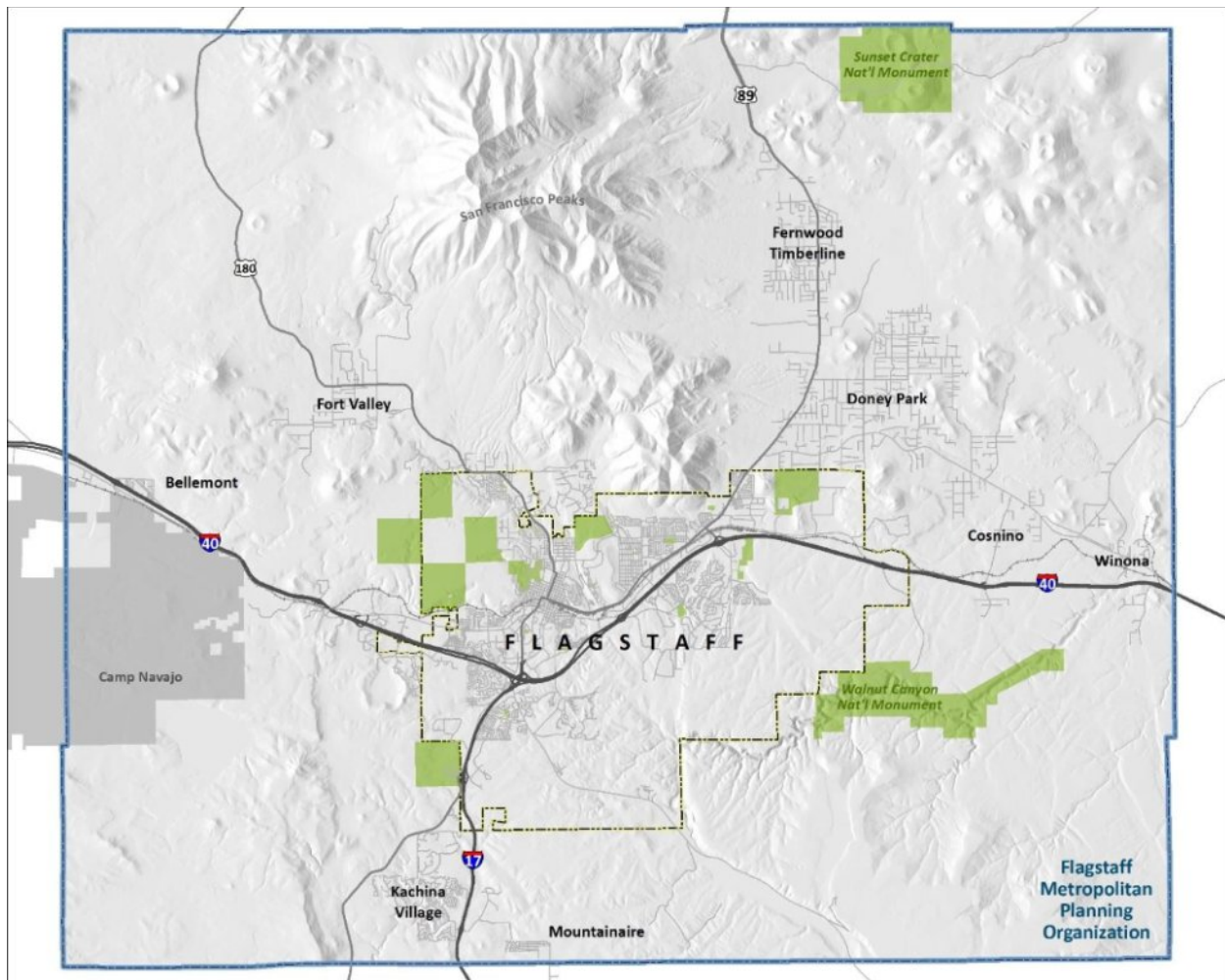
USNO Flagstaff Station was established in 1955 a few miles west of Flagstaff, Arizona, and is the US Naval Observatory's dark-sky site for optical and near-infrared astronomy. There are presently two USNO sites in the Flagstaff area, this station (NOFS) and the Navy Precision Optical Interferometer (NPOI) located some 15 miles south of the city.

Camp Navajo Bellemont, Arizona is a regional training and munitions storage site operated by the Arizona Army National Guard located near Bellemont and Flagstaff Arizona.

Coconino County, Arizona is located in the north central part of Arizona and is the second largest county by land area in the 48 contiguous states covering 18,661 square miles. It was established in 1891.

Flagstaff, Arizona is a city in northern Arizona that serves as the county seat. It was established in 1882.

The USNO Flagstaff Station is depicted in the following diagram:



Proposed Study Area

The proposed study area for the JLUS includes:

- Counties of Coconino and Yavapai
- Cities of Flagstaff and Williams

[If possible, describe boundaries for Military Mission Footprint, cite source, and then link to listing of JLUS participants.]

Community Organizational Structure for JLUS Project

Coconino County, Arizona, is serving as the JLUS project sponsor and coordinating entity. Coconino County has established a JLUS Policy Committee comprised of A JLUS

Technical Working Group(s) [or JLUS Technical Committee(s)] will serve as an advisory body to the JLUS Policy Committee and is comprised of to assist with data gathering and technical input and review throughout the study process.

All JLUS Policy Committee meetings are open to the public. The JLUS Technical Working Group (or Committee(s)), may choose to hold closed meetings, as required.

Available Resource Documents to Support JLUS Planning Process

[List all pertinent Military Department and Community plans, studies, reports, etc. that are available to define the Military Mission Footprint and support the cooperative planning effort.]

Proposal Content

Responses to this Request for Proposal shall include a detailed Work Plan to

- Address the overall timeline and milestones necessary to complete the JLUS;
- Identify specific activities that will be accomplished each month;
- Identify staffing and number of hours devoted to each activity; and,
- Describe the work products/deliverables produced for each activity.

Responders may propose modifications to the activities and sequencing reflected below which, based on previous experience, would improve the effectiveness of the study effort while maintaining the budget and timeframe.

Scope of Services

Task 1 – Overall Project Initiation and Administration

Task includes any necessary refinements to the JLUS Work Plan and administration of the study to ensure coordination with the JLUS project sponsor and committees.

Subtask 1.1 Work Plan Refinement

The Consultant will meet with the JLUS project sponsor to review and refine, as needed, the JLUS Work Plan and make any necessary adjustments that will not impact the overall budget and scope of the project. The Consultant will present the final Work Plan before the JLUS Policy and Technical Committees for approval.

Subtask 1.2 Administration and Management

The Consultant will work with the Coconino County staff to provide administrative support to the JLUS Policy Committee and Technical Working Group(s) to accomplish the following activities:

- Schedule committee and public meetings
- Prepare meeting notices, agendas, minutes, handout materials, maps, presentation and any other items to accomplish the study objectives.
- Provide written monthly status reports that detail work in progress, work accomplished, and funds expended. Progress reports are due the 15th of the month following the reporting period for Kitsap County staff review and distribution to study participants.
- Provide written work products and verbal JLUS committee briefings at the conclusion of each major phase of the study.
- If necessary, update the Work Plan and JLUS milestone completion dates.

Subtask 1.3 Project Coordination

A single Coconino County staff person will coordinate all communication with Federal, state and local agencies and elected officials. All information concerning the JLUS, including progress reports, meeting agendas and materials, presentations, and draft and final reports will be provided to Coconino County staff prior to JLUS committee review and prior to public release. Upon the completion of the JLUS project, all maps (including GIS shape files), data, and report shall be the property of the project sponsor and provided to Coconino County in both paper and electronic formats.

Task 2 – Community Organization

Task includes Consultant support to project sponsor to organize and convene the JLUS Policy Committee. **[Note: Most JLUS project sponsors do not rely upon Consultant support to organize the JLUS Policy Committee and Technical Working Group(s). If this is the case for your JLUS project, please delete this Task.]**

Task 3 – Stakeholder and Public Involvement

Public participation is an integral part of the JLUS planning process to help ensure decisions are made in consideration of and to benefit public needs and preferences. Early and continuous public involvement brings diverse viewpoints and values into the decision-making process. This process enables the participants to make better informed decisions through collaborative efforts and builds mutual understanding and trust among stakeholders and the general public. Successful public participation is a continuous process, consisting of a series of activities and actions to both inform the public and stakeholders and to obtain input from them which influence decisions that affect their lives.

Conducting meaningful public participation involves seeking public input at specific and key points in the decision-making process issues where such input has a real potential to help shape the final decision or set of actions. Public participation activities provide more value when they are open, relevant, timely, and appropriate for the intended goal of the

public involvement process. Public participation activities should provide a balanced approach with representation of all stakeholders and include measures to seek out and consider the needs of all stakeholders.

Subtask 3.1 Public Involvement Strategy

Consultant shall prepare a public involvement strategy that covers the key phases during the JLUS planning process. The Consultant will present the strategy before the JLUS Policy Committee for input and final approval. The public involvement strategy will include the identification of key stakeholders, specific schedule, and methods of communication tools to provide key project planning information to the following groups:

- Elected Officials
- JLUS Project Stakeholders
- General Public
- Target Groups (such as major landowners, neighborhood associations, employers, homebuilders, real estate industry, etc.)
- Media

The public involvement strategy will include a variety of communication tools to facilitate early and continuing outreach to the above groups, such as charrettes, periodic newsletters, JLUS project website, media releases/media kits, periodic fact sheets, etc. The Consultant shall maintain a contact list, throughout the study process, to mail/e-mail project information materials to interested parties.

Subtask 3.2 Installation Tour

The Consultant, working through the project sponsor, will coordinate an installation tour, including outlying facilities as appropriate. The purpose of the installation-led tour is for the JLUS Policy Committee and JLUS Technical Working Group members gain a more comprehensive understanding of the military missions, issues, and constraints imposed through incompatible development.

Subtask 3.3 Public/Elected Officials

The Consultant will assist with relationship building and outreach to local, State and Federal public officials representing the participating jurisdictions who will ultimately be responsible for implementing the JLUS recommendations. Consultant may need to brief affected legislative bodies, state officials, economic development boards, and State and Federal elected officials about the purpose and goals of the JLUS planning process.

Subtask 3.4 – Enhanced Community Participation – is an optional task that the community may choose to include in their scope of work, subject to OEA Project Manager recommendation and guidance. The enhanced community participation

may include either a Charrette or Community Visioning element, but not both. The below text solicits a proposal for both optional activities, with the community making the final decision on which option to pursue after reviewing the submitted proposals and conducting Consultant presentations/interviews, if applicable.

Subtask 3.4 Enhanced Community Participation (Optional Task)

Coconino County covers a large geographic area affecting multiple jurisdictions. Therefore, the Consultant is requested to provide a description and cost for two optional approaches to enhance community participation during the JLUS planning process. These two optional approaches are a Charrette and Community Visioning, each intended to:

- Establish broad stakeholder engagement and public involvement during the JLUS planning process;
- Compress the time required to complete the JLUS and begin development of implementation tools; and
- Develop project “buy-in” and ownership to ensure participating agencies and jurisdictions carry out the JLUS recommendations.

Subtask 3.4.1 Charrette (Optional Task)

The Consultant is requested to provide a description and separate cost to undertake a charrette. A charrette process can be an effective tool to mobilize and sustain the JLUS planning process and smoothly move into finalizing the report and implement the recommendations. The charrette should involve a multidisciplinary team of professionals that have the expertise and capacity to develop all elements of a JLUS – data collection, mapping, analysis, recommendations, and implementation tools. The charrette team will work closely with the JLUS stakeholders through a series of feedback loops, during which alternative concepts are developed, reviewed by stakeholders, and revised accordingly. The charrette is a sophisticated process that best serves controversial or complex planning projects. A charrette offers an opportunity to bring all the decision makers together for a discrete amount of time to create a solution, making it a powerful planning tool.

- When conducting a charrette the Consultant should:
- Work collaboratively;
- Compress work sessions;
- Involve all relevant disciplines;
- Communicate in short feedback loops;
- Study the details and the whole;
- Produce a feasible plan
- Use charrette process to achieve a shared vision and create holistic solutions to promote compatible development;
- Conduct a multiple-day charrette; and

- Hold the charrette at a site convenient for JLUS Committee members and stakeholders.

Subtask 3.4.2 Community Visioning (Optional Task)

The Consultant is requested to provide a description and separate cost to undertake a community visioning process. Visioning is a planning process through which a community, or region, creates a shared vision for its future and begins to make it a reality. Such a vision provides an overlay for other community plans, policies, and decisions, as well as guide to actions. Most communities set their vision timeframe 20 to 25 years into the future. A successful community visioning initiative shares five key characteristics:

- Understand the whole community and full range of issues shaping the need and purpose for a JLUS;
- Reflect on community values;
- Address emerging trends and strategic issues driving the community's future;
- Envision a preferred future; and
- Promote local action through a strategic action plan that serves as a community "road map".

Subtask 3.5 Public Meetings

The Consultant will hold public meetings throughout the study to educate the public about the purpose of the JLUS, the JLUS planning process, JLUS recommendations, and to seek input from the public during key phases of the study. Public meetings will be held at the following key intervals:

[Note: Study sponsor may add additional public meetings as required.]

Project Initiation

Consultant to hold meeting before the JLUS Policy Committee at the beginning of the study to explain the JLUS project, goals and objectives. Public comments will be sought, including any conflicts with the installation or military operations, and recommendations for analysis.

Interim Findings and Preliminary Recommendations

Consultant will present the results of data collection and analysis, information about existing and anticipated future conflicts between community development and military operations, proposed strategies to mitigate and/or eliminate identified conflicts, and other preliminary recommendations. Public comments will again be solicited with emphasis on the implementation strategies.

Final Recommendations

Prior to the JLUS Policy Committee and participating jurisdictions taking any formal actions, the Consultant will present the final JLUS report, including recommendations, and an Implementation Plan.

Consultant responsibilities related to the public meetings include:

- Schedule appropriate meeting locations, dates and times, in consultation with the study sponsor and JLUS Policy Committee.
- Public notification of meetings to affected citizens, businesses, elected officials and other interested parties.
- Prepare press releases and media kits that highlight purpose and desired outcomes of the public meetings. Coordinate with study sponsor on press release distribution.
- Arrange for any special accommodations to ensure compliance with the Americans with Disabilities Act and/or non-English speaking participants, as needed.
- Present key study findings, which may include draft reports, maps and other materials, to the public, elected officials, and other interested parties in attendance, and solicit public comments and feedback both during and after the meeting.
- Prepare agendas, handouts, presentations, maps, comment forms and other materials to effectively inform the public about the study and solicit their comments.
- Maintain a record of all public comments received (verbal and written), including a summary or meeting minutes.

Task 4 – Data Collection, Inventory and Mapping

This task includes the collection of all relevant data from the installation and participating jurisdictions and other entities or sources in order to conduct the analysis phase of the JLUS planning process.

[This list of data layers will vary for each JLUS project based on type of military operations, military mission footprint and applicable community data.]

1. Create GIS layers depicting land use plan and/or zoning designations
2. Create GIS layers with non-conforming uses
3. Create GIS layers of proposed development
4. Create GIS layers of proposed capital improvement plan/projects
5. Create GIS layers of sensitive biological and/or cultural resource areas
6. Create GIS layers of agriculture suitability factors
7. Create GIS layers of special resources areas, i.e. aquifer recharge zones, wetlands, wellhead protection zones, etc.
8. Create GIS layers of noise contours for military operations
9. Create GIS layers of military flight operations, i.e. Clear Zone, APZs
10. Create GIS layers of military blast arcs
11. Create GIS layers depicting military operation line of sight corridors
12. Create GIS layers of commercial airport flight paths in study area
13. Create GIS layers of shipping lanes

14. Create GIS layers of commercial port access and shipping
15. Create GIS layers depicting both land and sea based mobility corridors and the regional transportation system
16. Compile population forecasts from participating jurisdictions
17. Compile and create GIS layers depicting projected growth trends related to population forecasts
18. Compile and review local, State and Federal regulatory framework for community development
19. Compile and review military documents to map footprint for military operations, and any other pertinent documents.
20. Identify policies and regulations that govern off-shore development, such as energy production, natural gas storage, oil drilling, or commercial fishing ventures.
21. Identify policies and regulations that govern siting of on-shore alternative energy projects, transmission lines, natural gas storage and pipelines, and oil drilling
 - Present collected data and mapping to the Technical Working Group(s), JLUS Policy Committee, and public
 - Publish findings on JLUS project website

Task 5 – Survey/Interview Key Stakeholders

1. Interview participating local government staff and elected officials
2. Interview State government staff and elected officials
3. Interview Agency/Institution management
4. Interview Military Department personnel
5. Compile interview results to define opportunities and constraints
 - Present collected data to the Technical Working Group(s), JLUS Policy Committee, and public
 - Publish findings on JLUS project website

Task 5 – Conflict/Compatibility Analysis

1. Identify areas of current land use conflict, type of conflict and impact
2. Identify areas of future potential conflict, type of conflict and impact
3. Identify areas where land use is compatible, test sustainability, assess risk
4. Identify both land and sea mobility corridor conflicts, type of conflict and impact
5. Identify conflicts relating to potential on- and off-shore development such as energy production, natural gas storage, oil drilling or commercial fishing ventures
 - Map conflict areas
 - Present data and mapping to the Technical Working Group(s), JLUS Policy Committee, and public to solicit input on resolution of conflicts and impacts
 - Publish findings on JLUS project website

Task 6 – Conflict Resolution Strategies

1. Develop resolution strategies for current conflict areas
2. Develop resolution strategies and timeline for future conflict areas
3. Develop resolution strategies to support compatible land uses
4. Identify model planning tools and techniques to guide compatible development
5. Identify model land use regulations – local, State and Federal
6. Develop a process at the local level for cities and counties to work with the State of Arizona, USNO, Department of Defense Siting Clearinghouse, and other Federal agencies to support compatibility between development of regional renewable energy resources and military operations, including test and training activities. The Department of Defense Siting Clearinghouse requirements and standards published in Title 32, Code of Federal Regulations, Part 211 shall advise and guide the process to facilitate the early submission of renewable energy project proposals to the Clearinghouse for military mission compatibility review.
7. Develop recommendations on transportation infrastructure resulting from future military mission needs and relate to transportation requirements for future development. Ensure these recommendations are coordinated with appropriate local and/or State transportation organizations responsible for transportation planning and funding. **[Optional task. May not apply to all JLUS project sites.]**
 - Develop a tool box of policies, regulations, ordinances, agreements, etc. to address existing incompatibility issues and guide future compatible development to protect and preserve military readiness and defense capabilities while supporting continued community economic development.
 - City/Agency/Institution review of potential solutions
 - Present potential solutions to JLUS Policy Committee for review and comment
 - Solicit public input to potential solutions

Task 7 – Prepare Study Report

Subtask 7.1 – Draft Plan

1. Compile resolution strategies
2. Develop short-, mid-, and long-term priorities
3. Develop an appropriate implementation strategy for JLUS recommendations. The strategy is anticipated to recommend actions for Federal, state, local, non-governmental agencies. The Consultant will identify appropriate responsible parties, timelines, estimated costs, and appropriate financing mechanisms to implement the recommendations.
4. Develop a monitoring plan and recommend an organizational structure and process that promotes JLUS participants to continue working together on compatibility and viability issues beyond completion of the JLUS project.
5. Develop metrics for measuring plan effectiveness

6. Release Draft Plan for public presentation and comment
7. Compile responses to Draft Plan and update as required

Subtask 7.2 Final Plan

1. Present Final JLUS to JLUS Policy Committee for final approval
2. Present Final JLUS to participating local jurisdiction legislative bodies for formal adoption
3. Deliver completed JLUS document to study sponsor

The Consultant will provide **XX** printed copies of the final report to Coconino County staff for distribution to the study participants, as well as an electronic copy of the final report for future reproduction and distribution, as needed.

Subtask 7.3 Project Overview

JLUS project deliverable shall include a four-page maximum Project Overview to post on the OEA website. Project Overview shall include description of military operations, graphic display of study area and military operations footprint, identify community organization structure and participants for both planning and implementation, summary of compatible use issues, and primary JLUS recommendation highlights.

A disclaimer statement will appear on the title page of the Joint Land Use Study, or any other OEA-funded deliverable. It will read:

“This study was prepared under contract with Coconino County, Arizona, with financial support from the Office of Economic Adjustment, Department of Defense. The content reflects the views of Coconino County and does not necessarily reflect the views of the Office of Economic Adjustment.”